UNITED
NATIONS

S

Security Council

Distr.
GENERAL

S/1996/1069
27 December 1996

ORIGINAL: ENGLISH

LETTER DATED 23 DECEMBER 1996 FROM THE PERMANENT REPRESENTATIVE OF RWANDA TO THE UNITED NATIONS ADDRESSED TO THE PRESIDENT OF THE SECURITY COUNCIL

I have the honour to enclose herewith a copy of a document of the Government of Rwanda which indicates the priority needs and the requirements of the Government in order to enable it to cope with the massive return of Rwandan refugees from the neighbouring countries of Zaire, Burundi and the United Republic of Tanzania (see annex).

The document specifies the priority areas, sector by sector, where assistance is required. Such assistance constitutes the most important contribution towards sustainable peace and stability, security and development of Rwanda.

I would be most grateful if the present letter and its annex could be circulated as a document of the Security Council.

(Signed) Gideon KAYINAMURA
Ambassador
Permanent Representative

96-37733 (E) 301296 311296

/...

Annex

Emergency programme for resettlement and reintegration in the context of the present massive return of refugees

I. THE CURRENT SITUATION

1. More than 500,000 refugees from eastern Zaire have returned to Rwanda as of 11 November 1996. According to the census carried out in the camps, this represents the majority of refugees who were in eastern Zaire. The Government has organized the speedy return of refugees to their home communes without delaying at the border or in the reception centres. According to surveys made in the communes of origin, the majority of the returnees will be resettled mainly in five prefectures: Kigali-Rural, Kigali-Ville, Ruhengeri, Gisenyi and Byumba. The refugees from South-Kivu who had not reached the camps of Mugunga and Lac-Vert are now coming back through Cyangugu.

2. There are signs indicating the return of refugees from the United Republic of Tanzania. If this continues to gather momentum more hundreds of thousands are anticipated to return.

3. The rate of return has speeded up remarkably compared with that of the first 10 months of the year, which was about 13,200 per month. It is therefore essential to adopt an emergency strategy to deal with the present situation and to review and speed up the timetable of implementation of the programmes already agreed upon with the international community. The disbursing rate must also be speeded up.

4. In the present situation, provision of shelter and housing is among the top priority of the Government to cater for people who have nowhere to live. This document presents a framework of the emergency measures and tries to link it to the general development programme discussed with the international community during the Geneva Conference of June 1996.

II. PROGRAMME GUIDELINES

A. Principles

5. The following guidelines will be followed in the implementation of the emergency programme for repatriation and reintegration of returnees:

(a) The emergency programme should not in any way disrupt the current efforts towards rehabilitation and development;

(b) The emergency resettlement and social reintegration of refugees should support and strengthen the long-term development programmes;

(c) The emergency programme should contribute to capacity-building of the national institutions;

(d) The Government is responsible for the overall coordination of the programme as follows: the Ministry of Planning coordinates the conception of projects and their financing and the Ministry of Rehabilitation and Social Integration coordinates the execution.

B. High priority sectors

6. The programme is divided in phases.

1. First phase

7. This phase concentrates on providing emergency assistance to the returnees, notably:

(a) Temporary shelter and housing (sheeting, tents, portable housing, etc.);

(b) Food, and emergency kits (jerricans, blankets, utensils, farming tools, seeds, etc.);

(c) Medicine, water and sanitation;

(d) Transport for the emergency assistance and moving people to home communes.

2. Second phase

8. This phase concentrates on areas of general interest like education, health, justice, security, public infrastructure, resettlement and capacity-building. This is a consolidation phase. It should be stressed, however, that some of the activities in this phase have a bearing on the emergency situation and should commence immediately with the emergency phase.

(a) Education. In order to provide for the education needs of the returnees and other concerned population, it will be necessary:

(i) To rehabilitate and equip existing school structures;

(ii) To construct and/or expand schools;

(iii) To recruit and train teachers;

(b) Health. In order to provide for the medical needs, it will be necessary:

(i) To obtain additional quantity of medicine, vaccines and other medical supplies;

(ii) To rehabilitate and equip existing health centres;

(iii) To construct and/or expand health centres;

(iv) To recruit and train health professionals;

(c) Justice. To facilitate a smooth reintegration, the justice system must be strengthened through:

(i) Rehabilitation and equipment of judicial infrastructures;

(ii) Training of personnel required in the justice system;

(iii) Reinforcing the prosecution department;

(iv) Improving the prison conditions;

(d) Security. To provide for the increased security needs it will be necessary:

(i) To recruit and/or train the gendarmes and communal police;

(ii) To provide adequate transport and communication equipment;

(iii) To provide other required equipment;

(iv) To demobilize and successfully integrate soldiers in the socio-economic life;

(e) Public infrastructure. To facilitate the social-economic reintegration, there is a need to rehabilitate and expand certain segments of the public infrastructure, notably feeder roads, electricity and water supply;

(f) Resettlement and reintegration of returnees. This constitutes the most important part of the programme and will involve the following:

(i) Site preparation;

(ii) Construction of houses;

(iii) Socio-economic reintegration in public and private sector;

(iv) Support for income-generating activities and facilitation of access to loans;

(g) Re-enforcement of local administration through communes. To help the quick reintegration of returnees it is very important to increase the capacity of the communes through provision of:

(i) Transport and communication equipment;

(ii) Office equipment;

(iii) Human resources and improving management capacity through training;

(h) Vulnerable groups. There is a large number of vulnerable groups, most of whom are survivors of genocide, who need urgent attention. This is an important step in the fostering of national reconciliation. These needs include:

(i) Access to basic necessities (health, education, food, shelter, etc.);

(ii) Family reunification and social integration;

(iii) Psycho-social programmes for traumatic people;

(iv) Capacity-building for associations of survivors.

(i) National reconciliation. The genocide has disrupted the social harmony. It is therefore important for the Rwandans to be re-educated to emphasize national unity and reconciliation through:

(i) Popular education on justice and human rights;

(ii) Sensitization programmes and seminars on various subjects for professionals;

(iii) National unity and reconciliation schools;

(iv) Debates in various forums including the media.

9. The above should be implemented with the view to link current emergency activities with the 1997-1999 development programme. As much as possible, it is important to consider communities as units and avoid creating inequalities among populations.

III. MACROECONOMIC ASPECTS

10. The Government took good note of the fact that a special appeal has been launched by the United Nations in order to meet the emergency situation in Rwanda. For this assistance to be useful, its delivery should be through mechanisms acceptable to the Government.

11. Among the returnees will be a certain number of former civil servants who should be integrated in the socio-economic life. The Government of Rwanda, in agreement with donors, has reduced the public service in order to try to control the budget deficit. To be able to reintegrate the returnees and to tap their experience and knowledge, the Government of Rwanda, together with the donors, needs to review the current public service policy.

12. There should be a link between the emergency programme and sustainable development.

IV. MECHANISMS OF MANAGEMENT AND COORDINATION OF THE PROGRAMME

A. Programme coordination

13. The coordination of this programme, as well as for those already agreed upon with the international community within the framework of the round-table conferences, will be ensured, at the technical level, by an ad hoc interministerial committee made up of the Ministry of Planning and those in charge of defence, transport, health, public works and rehabilitation and social services. This Committee will hold periodic meetings.

14. The execution of the programme will be carried out through the United Nations specialized agencies, the non-governmental organizations and the private sector under the supervision of technical ministries which will report to the interministerial committee.

15. In-kind contributions will be directly transferred to the execution agencies after approval by the Government in order to encourage the synergy between the considered actions and coherence with the development programme and to avoid the waste and duplication of efforts noticed in the implementation of the 1994 emergency programme after the genocide.

B. Programme management

16. For the efficient management of the programme, the Government suggests the creation of a special emergency fund for the massive return and reintegration of refugees. The allocation of funds to the various subprogrammes shall be decided by an interministerial committee in liaison with relevant technical departments. There shall be joint management of the fund by representatives of the Government and the donors. The Government also wishes to get the support of a national agency for the management of the emergency programme.

V. ESTIMATE OF NEEDS

17. In order to carry out the above-mentioned emergency programme, the Government assesses the needs in human and financial resources as follows.

A. Emergency assistance

18. The estimate of emergency assistance required is based on an expected return of a total population of one million, two hundred thousand families from both Zaire and the United Republic of Tanzania.

1. Foodstuffs

19. The total needs estimated per person are based on a daily ration of 250 grams of cereal; 200 grams of beans; 20 grams of oil and 5 grams of salt.

20. The majority of the beneficiaries are from rural areas and the next planting season will start in January 1997 and will end in June, therefore food distribution is expected to last for a maximum period of eight months.

Item	Quantity (tons)	Cost per unit (In United States dollars)	Total price
Cereal	60 000	200	12 000 000
Beans	48 000	450	21 600 000
Oil	4 800	800	3 840 000
Salt	1 210	179	216 000
Total			37 656 000

2. Household utensils

21. For an average family of five persons a kit made up of the following is needed:

	Cost $
2 blankets	10.0
2 jerrycans	5.0
6 bars of soap (250 grams)	1.2
Cooking utensils	10.0
Farming tools	15.0
Seeds	5.0

Item	Quantity	Cost per unit (in United States dollars)	Total cost
Blankets	400 000	5.0	2 000 000
Jerrycans	400 000	2.5	1 000 000
Soap[a]	240	800.0	192 000
Cooking utensils	200 000	10.0	2 000 000
Farming tools	200 000	15.0	3 000 000
Seeds	200 000	5.0	1 000 000
Total			9 192 000

[a] Tons.

3. Transport and fuel

22. It is crucial to avoid congestion of refugees at the border posts and transit centres. This would be possible if there is sufficient transport. The estimated cost for hiring vehicles and fuel for one month is:

Item	United States dollars
150 lorries for 30 days	900 000
Fuel $2,400/month/lorry)	7 560 000
Total	8 460 000

4. Shelter

23. Depending on the situation of each family, some people will need plastic sheeting (3.5 square metres per person, tents (one per family) or portable houses (one per family).

Item	Quantity	Cost per unit	Total cost
		(in United States dollars)	
Plastic sheeting	1 750 000[a]	0.875	1 531 250
Tents	100 000	300.0	30 000 000
Portable home	5 000	5 000.0	25 000 000
Total			56 531 000

[a] Square metres.

24. The total cost for the first phase is $111,839,000.

B. Education

25. Considering the massive return of refugees with a large number of school-going children, reinforcement of the education sector is very important. The needs include:

	(United States dollars)
Rehabilitation, construction and/or extension of school structures plus other education equipment	30 000 000
Recruitment and training of teachers and lecturers	5 000 000
Total	35 000 000

C. Health

26. Some 60 per cent of the health facilities have been rehabilitated and equipped to the pre-genocide standard. Considering the massive return of refugees, however, it is important to accelerate the rest of the programme to avoid any crisis in this domain.

27. It is evident that there is a shortage of medicine, vaccine, other medical supplies and enough qualified medical personnel.

28. Needs in the health sector are estimated as follows:

	(United States dollars)
Medicine, vaccines and other medical supplies	3 000 000
Equipment for health centres	8 500 000
Rehabilitation of health infrastructure	3 000 000
Transport (ambulances)	1 500 000
Communication equipment	1 600 000
Operating costs for six months	4 000 000
Sensitization of the population to be health conscious	2 000 000
Reinforce the capacity for central and regional coordination	1 200 000
Make available the necessary human resources	600 000
	26 000 000

D. Justice

29. A functional judicial system in the process of repatriation and reintegration is of paramount importance to achieve a durable peace and stability.

30. The cost of the main activities is as follows:

	(United States dollars)
Reorganization of the judicial system	25 000 000
Improvement of conditions in the prisons	24 000 000
Prosecution and trials	6 000 000

31. Although about $15 million of the above required money has already been pledged, quick disbursement is needed.

E. Security

1. Gendarmerie

32. The massive return of refugees, some of whom may be suspected of acts of genocide, may be a potential source of insecurity for the returnees and the survivors. To avoid potential conflicts in the villages, notably acts of vengeance or killing of survivors of genocide in the attempt to destroy evidence, the gendarmerie must play an important role in bringing about public order. This is in addition to the role it plays in the justice system.

33. To provide for the increased security needs it will be necessary:

(a) To recruit and/or train the gendarmes and communal police;

(b) To provide adequate transport and communication equipment;

(c) To provide other required equipment.

The estimated cost is $18 million.

2. Communal police

34. The communal police force was established a year and a half ago in order to be closer to the people and to help in solving conflicts. The massive return of refugees will require additional activities for the communal police. Therefore it is important to reinforce it by providing equipment and training. There is a need to train at least 750 additional communal police, making it 15 per commune. This would cost about $5 million.

3. Demobilization of soldiers

35. The Government of Rwanda has undertaken a process of demobilization of soldiers in order to reduce the size of its army and the strain on the budget. With the return of refugees a good number of members of the former Rwandan Government Forces are also coming back. The policy of the Government of Rwanda has been to welcome and integrate soldiers of the former Rwandan Government Forces who want to join the Rwandan Patriotic Army and have no known criminal

record. In order to foster national reconciliation, the Government will maintain the same policy of integrating former Rwandan Government Forces members based on merit and clean criminal record. However, this will increase the size of the Rwandan army and negatively impact on the budget. There is a need to accelerate the demobilization process which it is anticipated will affect about 20,000 soldiers. There is therefore a need to cater to their smooth social-economic integration in order to avoid them being a source of insecurity. This programme is expected to cost $60 million and the total cost for the security component is $83 million.

F. Public infrastructure

36. To facilitate the social-economic reintegration there is a need to rehabilitate and expand certain public infrastructure notably feeder roads, electricity and water supply. In this emergency programme the emphasis will be on water and electricity. Indeed the massive return of refugees will result in the increased need for potable water estimated to cost $45 million. Upgrading electricity supply in order to serve resettlement site is estimated to cost $45 million. This gives a total of $90 million.

G. Resettlement and housing

37. This component of the programme is very important in order to avoid conflicts based on properties, thus enhancing social harmony. The needs are as follows:

1. Compensation (expropriation) and site preparation

38. This will involve two phases:

		(United States dollars)
First phase:	1,000 hectares (500 for Kigali and 500 for other urban centres)	
	Compensation	22 000 000
	Site preparation	95 000 000
Second phase:	800 additional hectares	
	Compensation	17 500 000
	Site preparation	75 000 000
	Total	209 500 000

2. Mechanisms for supporting housing programmes

39. The donors would make available a grant to be deposited in the Central Bank as a long-term subsidy. The certified commercial banks would acquire these funds through treasury bonds at a rate of 30 per cent for 15 years to reinforce their resources in the long term with the agreement that these banks would give the people long-term housing loans at a reduced interest rate of 8 per cent. The required amount is about $60 million.

40. There is, however, another category of people both in villages and towns who must be assisted in other ways, such as the provision of iron sheets, nails, etc.

H. Re-enforcement of local administration through communes

41. The massive return of refugees is going to put tremendous strain on the understaffed and underequipped communes. Since the commune is going to be the centre of resettlement and reintegration activities, there is a need to increase their capacity through the provision of transport and communication equipment, office equipment, human resources and improve management capacity through training. Communal activities are coordinated through prefecture structures which need some support also.

42. The estimated cost for this component is:

	(United States dollars)
Support for communes	20 000 000
Support to prefectures and sub-prefectures	5 000 000
Total	25 000 000

I. Vulnerable groups

43. The 1994 genocide was one of the most traumatic events in the recent history of Rwanda. This has created a large number of survivors, notably vulnerable groups like unaccompanied children, widows, street children, etc. who have no access to necessary resources. This group of people is estimated to be about half a million.

44. To be able to meet the immediate needs of this group the estimated cost is $19 million in the first phase and $35 million in the second. This gives a total of $54 million.

J. National reconciliation

45. National unity and reconciliation is the backbone of our political programme. The Government has embarked on a broad national reconciliation

programme that includes respect of fundamental rights for every Rwandan, the rule of law and equal rights for all. National reconciliation education campaigns are important in the struggle to fight sectarian politics based on ethnicity which has characterized Rwandan politics in the past regimes. It is most probable that there has been an attempt to brain-wash and teach hatred to the refugees in camps making the national reconciliation even more relevant.

46. The following activities are programmed: population education on justice and human rights; sensitization programmes and seminars on various subjects for professionals; national unity and reconciliation schools; and debates in various forums, including the media. This is estimated to cost $15 million.

47. The total cost of the second phase is $627.5 million.

VI. TOTAL ESTIMATED COST OF THE EMERGENCY PROGRAMME

48. The total cost of the programme is estimated to be $737,339,000. The total is reached anticipating a quick return of resettlement and reintegration of the influx that is already in the country from Zaire, in which case the cost of the programme is about 65 per cent of the above figure. This would be equal to $480,570,350.

Appendix

Estimate of emergency needs for the reintegration of refugees

(In United States dollars)

Actions[a]	First phase	Second phase	Total
Emergency assistance	111 839 000		111 839 000
Foodstuffs	37 656 000		37 656 000
Household utensils	9 192 000		9 192 000
Transport and fuel	8 460 000		8 460 000
Shelter	56 531 000		56 531 000
Education		35 000 000	35 000 000
Health		26 000 000	26 000 000
Justice		30 000 000	30 000 000
Security		83 000 000	83 000 000
Gendarmerie		18 000 000	18 000 000
Communal Police		5 000 000	5 000 000
Demobilization		60 000 000	60 000 000
Public infrastructure		90 000 000	90 000 000
Resettlement and housing		269 500 000	269 500 000
Compensation		39 500 000	39 500 000
Site preparation		170 000 000	170 000 000
Support for housing		60 000 000	60 000 000
Local administration		25 000 000	25 000 000
Vulnerable groups		54 000 000	54 000 000
National reconciliation		15 000 000	15 000 000
Total	111 839 000	627 500 000	739 339 000

[a] For some of the activities may span over the two phases. That is certainly the case for activities programmed in the health sector that are needed in the emergency phase and the second phase.